

Planning For Diversity

A study of the
Recruitment and
Advancement
Policies and
Practices in the
Ontario Civil
Service



88-00114/

**PUBLICATIONS ON
THE STUDY ON RECRUITMENT AND ADVANCEMENT
POLICIES AND PRACTICES IN THE ONTARIO PUBLIC
SERVICE**

- Report: ***Planning for Diversity***
this publication reports on the methodology, findings and
recommendations of the Study

This publication is available upon request from the Human Resources Secretariat, Staffing Services Branch, 7 Queen's Park Crescent, Frost Building South, Queen's Park, Toronto, Ontario, M7A 1Z5—(416) 965-1483

In Addition

- Technical Report: ***Planning for Diversity: A Technical Report***
presents the Report on the Study describing in detail the
methodology, findings, conclusions and recommendations
of the Study

A reference document accessible in the Human Resources Secretariat Reading Room.

STUDY ON THE RECRUITMENT AND ADVANCEMENT
POLICIES AND PRACTICES IN THE ONTARIO
PUBLIC SERVICE
BY
AVEBURY RESEARCH & CONSULTING LTD.

BACKGROUND AND PURPOSE

In response to a 1985 Cabinet directive, the Human Resources Secretariat commissioned Avebury Research & Consulting Limited to conduct a study of government recruitment and advancement policies and determine any barriers to the equitable employment of specific target groups in the Ontario Public Service. These target groups consist of racial and ethnic minorities including Native people, women, persons with disabilities and Francophones.

RESEARCH METHOD

1. Personal interviews with Human Resources Secretariat staff to review central policies and procedures and those policies and practices that are common to all ministries.
2. a) Personal interviews with representative personnel administrators in each ministry to review all hiring, promotion and preparation for promotion policies and procedures.
b) In-depth study of six Ministries which represented a cross-section in terms of size, policy fields, and degree of central vs. regional staffing. In each of these ministries, the consultants conducted additional interviews with:
 - Managers of Staff Training and Development*
 - Employment Equity Program Managers
 - Co-ordinators of French Language Services
 - A sample of regional personnel administrators including those in the Northern Region.
3. Review of two competition files in each ministry and ten files in each of the six in-depth ministries.
4. Review of all forms and testing procedures that are common across one or more ministries.
5. Review of all relevant policy documents and examples of Topical/Job Mart.
6. Telephone interviews with and receipt of written submissions from civil servants who identified themselves as members of a target group and who wished to relate their experiences with the Ontario Public Service hiring and promotion system.
7. A small, controlled experiment in which "actors" representing the various target groups were sent to inquire about jobs at the Employment Office and to report on the reception they received there.

*Titles varied across ministries.

SUMMARY OF MAJOR FINDINGS

I—Overview of Recruitment and Advancement Policy

The recruitment and advancement policies of the Ontario Public Service do not discriminate intentionally against target groups. Rather, in their neutrality they are a source of unintentional or systemic* discrimination. This effect is exaggerated by an almost total lack of pro-active policies to encourage target groups to find opportunities for career advancement in the Ontario Public Service.

For Francophones, this situation changed dramatically with the recent French Language Services Act which requires that Francophones receive Government of Ontario services in both English and French. While this is an important pro-active policy for Franco-Ontarians, two concerns remain:

- that these French language positions will be staffed by bilingual Anglophones who may still plan and deliver "culturally inappropriate" services
- that Francophone service delivery will become an area of employment from which promotion will be difficult.

II—Role of the Manager in Recruitment and Selection

Few policies encourage the employment or advancement of target group members. It is, therefore, problematic that authority for recruitment and advancement is decentralized to managers who are not accountable for the impact of their practices on target groups. The following are examples of decisions made by managers with the assistance of personnel managers:

- determining the area of search
- deciding where job advertisements and postings are placed
- deciding whether a competition is open or restricted
- determining the selection criteria
- deciding which applicants are interviewed and selected, sometimes without regard to how applicants are rated in the paper screen or during the interview
- deciding whether or not to advertise further if three qualified candidates for a competition are not found.

III—Role of the Personnel Administrator

About half of the personnel administrators viewed their role in the competition process as one of ensuring that a "fair process" took place. The remaining half saw their role as "keeping the manager or ministry out of trouble". The latter perception is not likely to promote pro-active practices among managers.

*One common definition of systemic discrimination is as follows:

*"employment systems or practices which may appear to be neutral and which may be implemented impartially, but which operate to exclude minorities, women and persons with disability for reasons which are not job-related or needed for safe or efficient business operation".**

IV—Role of the Employment Equity Program Manager

In general, Employment Equity Program Managers have only been allowed to impact on the least intrusive aspect of the recruitment and advancement process: helping women become good **candidates** for jobs.

In addition, they have been effective in reducing some types of discrimination against women. For example, overt discrimination during an interview is now considered rare, and monitoring for this has mainly been taken over by personnel administrators.

However, Employment Equity Program Managers have been unable to address two important aspects of the hiring process:

- holding managers accountable for meeting ministry goals to hire or promote women
- changing hiring and promotion practices that lead to systemic discrimination against women

V—Recruitment and Advancement Process

1. Waivers

Management positions can be waived under conditions specified in the Manual of Administration:

- Whether to waive a competition is at the discretion of the Deputy Minister.
- Waivers are allowed, for non-union positions, when there is a known scarcity of qualified employees for particular jobs or for the planned career development of *specific individuals*.

There is no system in place to ensure that target groups receive their fair share of waived competitions and no mechanism in place to track the access of target groups to waivers.

Since the proportion of waivers is substantial (16% of management positions in 1986), many target group employees believe that waivers limit their promotional opportunities.

2. Area of Search

When a vacancy is to be filled, the hiring supervisor and personnel administrator update the job description and decide on whether the competition will be open or restricted, where the job will be posted or advertised and if there will be outreach to target groups.

It appears that many managers and personnel administrators try to find at least one excellent candidate in the shortest time and with the least expense, a goal illustrated in the following individual statements which, however, reflect a majority view:

- We use "open" competitions when there is a known scarcity of candidates.
- We try to get "enough" at minimum ministry cost.
- We don't want too many applicants.

The "rule of three" (a minimum of three qualified candidates) is seen as a general, but not an absolute guideline and only one ministry reported that further recruitment efforts would be made if three qualified candidates were not found in the first search. 1985/86 records show that in 25% of competitions, fewer than three qualified candidates were found. Over 85% of these competitions had been posted only within the ministry.

This intent to minimize time and cost (an attitude instilled by budget and staff constraints) can be easily misinterpreted and labelled "favouritism" as in the (hypothetical) case of a manager identifying a suitable candidate and then inviting applications from a group only wide enough to comply with the rules *and* allow this person to apply.

If another, better-qualified candidate happens to see the posting and is within the area of search, it is possible that s/he could win the competition. But it would certainly not be the case that **all** or even a range of candidates interested in and qualified for the job would hear about it or be able to apply for it.

Systemic discrimination can easily enter any recruitment system that relies on informal contacts for staffing.

Since it is probable that the majority of managers do not belong to target groups, it is most likely that the people they know are also not target group members. Thus, the fact that managers have control over the area of search even if three candidates are not found, certainly provides the potential for systemic discrimination.

Even in those cases where an "open competition" (one for which the general public may apply) is held, the requirements for some jobs could very rarely be filled by a person who was not already an Ontario Public Service, a ministry or even a branch employee.

This suggests that it is not always the intention of the manager or personnel administrator to hire a knowledgeable and qualified person from the general public but that the term "open" is sometimes used to ensure that a *particular* (preferred) candidate or type of candidate is eligible to apply. Specifically, it should be noted that open competitions are usually the only ones for which **unclassified** employees can apply.

3. Recruitment

- **Overview.** The most recent report on competition activity (1985/86) shows that, in both Metro and regionally, approximately 1.04 media sources are used to advertise competitions. This means that in almost all competitions, only one source of media is utilized.

In the Metro region, the most frequently used media source for advertising competitions is Topical/Job Mart (46%), followed by ministry-wide postings (31%) and then by "branch and facility" posting (19%).

Newspapers and inventories, the two ways in which the general public can learn about available Ontario Public Service jobs, are each used for about 5% of competitions. Since most vacancies appear to be filled by classified staff (60% of 1985/86 competitions) or by unclassified or temporary staff, this low proportion of generally advertised jobs is not surprising.

In two large decentralized ministries, all management positions must be advertised ministry-wide to provide equal access to these positions across all regions, a practice important for minorities, Native people and Francophones who are located in geographically discrete parts of the province.

In the regions outside Metro Toronto, the most frequently used forms of advertising were ministry-wide postings (43% of competitions) and branch or facility postings (38%). However, in at least some regional offices, branch bulletin boards are used to inform the local community about jobs.

Geographical restrictions applied in 21% of the competitions, most commonly the requirement that applicants live "within commuting distance of the office". While this has been a budget-induced restraint, the relative adverse impact on Natives and Francophones, many of whom reside in specific areas of the province, should be examined.

Other advertising sources occasionally used by ministries are listed below in order of frequency of mention:

- ministry inventories
- on-campus recruitment
- professional journals and, sometimes, associations
- major newspapers and, in the regions, local ones
- Human Resources Secretariat central inventory
- employment agencies, "headhunters"
- Canada Employment Centres.
- **Outreach Recruitment.** It is generally believed that outreach recruitment is discriminatory because it means granting special treatment to target groups. This ignores the fact that restricting advertising to "mainstream media" may disproportionately reach non-target group members.

However some special measures have been taken:

- two ministries with regional offices in the North have each set up special work/training programs for Native people, to prepare them for classified jobs
- outreach to Natives for work in the North (particularly the far North); in these cases, job advertisements are sent directly to the relevant bands
- outreach to women is generally handled by employment equity program managers rather than personnel administrators
- ministries do little outreach to the disabled community but personnel administrators were receptive to "outreach" *from* this community.

Liaison with the disabled community was organized centrally in 1980 (the Outreach Program) with representation from the Human Resources Secretariat, ministry co-ordinators and advocacy groups for disabled job seekers. The Program has resulted in a number of disabled applicants being hired into classified positions.

Recently, responsibility has shifted from a Secretariat co-ordinator to employment services officers and a degree of effectiveness appears to have been lost in the process. If job access for disabled persons is to improve, revitalization of the Outreach Program and an increased budget will be needed.

With these exceptions, a general opinion expressed to the consultants (characterized by the following individual comments) is that target groups already have, and should **only** have, "the same chance as anyone else". Some typical comments are summarized below:

- Outreach to target groups would violate the collective agreement.
- Target groups are not trained or qualified for many jobs.
- Can't see how disabled people could be accommodated.
- We don't advertise in French, or in French newspapers because there are no designated positions; alternatively, we *do* advertise in French but for designated positions only.
- We don't need Employment Equity Program Managers in remote areas because women don't want to work there.
- **Youth Recruitment.** The Secretariat oversees and helps fund a new program to recruit recent graduates into two-year unclassified positions. The practice of reserving 50% of places for women is an important pro-active employment equity measure. However, this program will assist in increasing the applicant pool of other target groups only if efforts are made to ensure their fair representation.
- **The Employment Office.** Since ministries rarely access the Employment Office files for job applicants (ministry access of all inventories, ministry and central combined, was only 5% last year), this Office is more properly viewed as a source of *information* about employment with the Ontario Government.

As with other aspects of the recruitment and advancement process, Employment Office practices are not themselves discriminatory but, neither do they particularly accommodate target groups.

In order to ensure that the Employment Office is as useful to target group as to non-target group applicants, the Office could focus on the following areas:

- increase accommodation and accessibility for job seekers with disabilities
- provide information (print, video) about all Office services
- ensure that staff provide consistent and comprehensive information to *all* job seekers
- make explicit to inexperienced job seekers the difference between a *counseling* session and a job *interview*.

It appears that the Employment Office has inadequate information about existing vacancies across ministries and must provide too many services for the size of its staff complement. For example, Office staff:

- counsels walk-ins
- places temporary, surplus and LTIP employees
- locates work stations
- maintains central inventory
- tests secretarial candidates.

These problems indicate a need to clarify the role of the Employment Office and to resource adequately the tasks it must perform.

4. Creating Selection Criteria/Job Ads/Interview Questions

- **Overview of Practices.** The above decisions are usually made by the manager with input from the personnel administrator. For the most part, this exercise has come to mean a translation of the position specification into selection criteria, the job ad and interview questions, with the result that applicants are often required to have the qualifications of a fully functioning incumbent.

This practice is the result of a large applicant pool combined with government budget constraints. As one personnel administrator put it: "We used to recruit from educational institutions (using lower criteria) but now we can hire at higher levels, and avoid the costs of training."

Two problems arise from this type of job ad:

- candidates are expected to perform at the level of an experienced incumbent rather than a new hire; since target groups experience more problems obtaining employment and are likely to have had less work experience, this can have an adverse impact on them
- disabled people, who could and, according to law, are only required to perform the "essential" duties of a job, either do not apply or are screened out of the competition.

Inflated criteria are also seen in cases where the requirements for a lower-paid position inappropriately exceed those requested for more senior jobs, as the following ad for a Secretary 4 illustrates:

"Thorough knowledge of [a particular computer software package], initiative, discretion, tact, judgement, knowledge of relevant sections of Manual of Administration, Personnel Manual, programs administered by [the ministry], operation of the Cabinet and the Central agencies, basic knowledge of Acts administered by the ministry and of Management Board, Standard's Policy and Process Book, knowledge of the filing process, communication and interpersonal skills, ability to work with minimal supervision".

- **Credentialism Policy.** The intention of this central policy is to reduce excessive reliance on such selection criteria as formal degrees and other credentials, when these are not specifically job related.

While this policy is designed to help target groups who may have a wider variety of less formal credentials, it can itself become a source of unintentional discrimination if subjective decisions about appropriate qualifications are allowed to replace objective education requirements.

- **Information in Postings and Advertisements.** Few ads or postings detail how to apply for a job (i.e., explain that candidates will be screened against the specific position requirements written in the job ad), a problem for external applicants who may not know this procedure is rigidly applied.

Typically, candidates are not informed that if they fail to state their qualifications for each component listed in the ad, they will be rated as either marginally or not qualified and will usually not be interviewed.

Since internal candidates, classified and unclassified, are more likely to have this information, they have a better chance of qualifying and proceeding to an interview.

5. The Selection Process

- **Screening Applications.** Applications are screened by the personnel administrator who usually assigns each applicant to one of three categories: qualified (Q), marginally qualified (MQ), or not qualified (NQ) and passes on *all* applications to the manager. A minority of personnel administrators hold back the applications of people who are rated unqualified.

Managers decide who will be interviewed, although they do consider the personnel administrator's opinion. In only one case reported to the consultants did the interview board select interviewees. Management autonomy is illustrated by the finding that in about 1 out of 10 files reviewed a marginally qualified candidate was interviewed while at least one qualified candidate was not.

About a third of the personnel administrators accept the manager's decision. The rest said that although they do not have the power to change a decision with which they disagree, they would explain the potential for a grievance or discuss the decision with their own supervisor.

This autonomy in decision making can leave the manager free to act on the basis of bias or with too great a reliance on subjective criteria that may not be job-related.

Not interviewing a "qualified" candidate can be **perceived** as discriminatory by applicants who are thereby screened out of the competition. Not only do target group applicants believe this happens more often to them than to non-target groups, but research on other workforces documents the validity of this perception.

- **Interview Board Composition.** The interview board consists of the hiring manager and members chosen by him/her. This high level of control by the hiring manager can reduce the diversity of opinion about candidates which, in turn, may have a negative impact on target groups.
- **The Job Interview.** Structured interviews are used across all ministries and there is little evidence of *overt* discrimination in the process. Tests conceived as job-related are used quite often, especially those resembling the tasks which form a regular part of the job.

The major problems with tests and with the entire interview process are that:

- since interviewers have, at most, received training in compliance with regulations, but not in sensitivity to target groups issues, there can be ample room for bias in the process
- tests and interview questions that do not distinguish between traits needed to perform the job and actual knowledge of the job give a clear advantage to unclassified applicants over external ones.

The fact that tests are constructed, conducted and evaluated by staff who are not trained in this scientific discipline is cause for real concern. Inadvertent abuse of the testing process is likely and can result in discrimination against some applicants, albeit unintentional. One large ministry, in fact, uses written tests which are not job-related for *screening* applicants.

Another ministry uses the commendable practice of having tests judged by a "blind panel" rather than the interview board. Panelists are knowledgeable about the required answers, but do not know the identity of the candidates or have any further role in the selection process.

In more than nine out of ten cases, candidates were assessed on both objective and subjective criteria. Objective criteria are those which can be quantified easily, articulated precisely and produce high levels of agreement among raters (e.g., formal qualifications, years of experience, knowledge, skills, level of ability, etc.). Subjective criteria, while often important for evaluating suitability, especially in higher level jobs, can constitute a major source of bias against target groups. This could be eased by quantifying the level of competence required.

- **Reference Checks.** Post-interview reference checks are usually conducted only on the one or two "best" candidates and only if they are not known by the manager. Candidates usually supply the names of their referees.

In other organizations, seniority can limit target group access to selection and promotion. However, seniority requirements are not rigidly applied in the Ontario Public Service. Instead, target group employees complain that the seniority they have acquired is overlooked and non-target group employees with less seniority are promoted over them.

6. Executive Recruitment and Selection

While there are exceptions within the private and the public sector (women, for example, comprise 11% of the executive category in the Ontario Public Service), the majority of senior executives are white, able-bodied males.

Further, although personal suitability factors are used to rate candidates at all position levels, nowhere are these subjective criteria relied on more than at the executive level.

Although open competitions or competitions supplemented by inventory search now outnumber those where the inventory search alone is used, reliance on the inventory only still occurs.

The executive inventory consists of data on executives and those thought to have executive potential who are recommended by their Deputy Minister. However, the information in the inventory is inconsistent (some files contain very complete work histories while only job titles and dates appear in others; some files contain comments from performance appraisals while some do not; and some of the comments are ten years old).

To date, no outreach recruitment to target groups has been undertaken, even for open positions, to increase the pool of applicants for senior management. This appears to be starting now at the ECP 4 and 5 levels, with the staff of the Office of Executive Resources interviewing potential candidates recommended by Deputies. However, if not channelled by employment equity goals, this narrow area of search for an applicant pool will continue to have an adverse impact on target groups.

7. Job Orientation and Accommodation

In the course of the formal orientation process, the role of the Employment Equity Program Manager (formerly the Women's Advisor) is introduced. No other effort is made to orient target groups, except in the case of physical accommodation for disability. Managers are responsible for arranging job modification and accommodation for disabled employees. Personnel administrators help with arrangements if they have some experience or expertise to offer (about one quarter had been involved in such accommodations).

The policy of finding job placements for employees returning from long-term disability leave is an example of a pro-active measure which takes into account and attempts to accommodate a special circumstance.

8. Training and Career Development Opportunities

- **Access to Training and Job Enrichment.** Three sources of training are available to Ontario Public Service employees:
- in-house (ministry) training and development, which is more formalized in the larger ministries and is available to employees generally
- Human Resources Secretariat training courses, which are paid for by ministries
- Corporate Management Development, provided and paid for by the Secretariat, is available to senior managers who are nominated by their supervisors.

Secretariat training programs are advertised through a calendar circulated to managers across the ministries. Since the Secretariat does not gather numerical data on participation by target group members, it is not in a position to determine whether these groups have equal access to developmental activities.

There is no formal policy on who has access to training and development, an area which is critical to career advancement. Since training decisions are at the discretion of managers, there is potential for discrimination in the case of managers who do not value training or who do not view target group employees as viable candidates for career development.

The policies on temporary and acting assignments, secondments, underfills and promotion are neutral in themselves and could, therefore, be used to benefit or discriminate against target groups by providing or denying them access to these developmental opportunities.

In the near future, it is almost certain that implementation of *Planning for People* initiatives will have major impact on the need for training and development. In general terms, this would probably include conducting both training needs analyses among employees to determine level of interest and skill deficits, and succession planning analyses to determine the skill needs of the organization in the years ahead. To ensure that target groups receive their fair share of *developmental* opportunities, information about available courses, career planning, counselling, and performance appraisal will have to be provided to employees at all levels of the organization.

• **Pro-Active Training and Development Opportunities for Target Groups.** Few training and development opportunities have been created specifically for target groups, with the following exceptions:

- About half of the ministries are involved in Accelerated Career Development opportunities for women, a program funded by the Ontario Women's Directorate to help qualify women for designated jobs.
- A few ministries are involved in Youth Recruitment, a program in which half the participants are women.
- One ministry funds a training program to prepare women for non-traditional jobs.
- One ministry has a job rotation program which is arranged through the Employment Equity Program Manager.
- One regional office has a new internship program for Native people (paid for by the Department of Indian Affairs). In this program, Native people are recruited and selected through a competition process and hired into the classified service. They are then immediately given an (unpaid) education leave for two or three years of professional training, although they will work in the ministry during the summers. At the end of their training, the job into which they were hired will be open to them.

This appears to be a promising model when target group candidates who are qualified in all respects cannot be found for specific job classifications.

- One ministry offers an "Accent Adjustment" course.

- **Training Managers to Manage Diversity.** Secretariat courses for senior managers includes little training in employment equity aside from discussions of "compliance" with legislation and policy. Additional issues of concern to target groups (e.g., cross-cultural communications) could be incorporated into the content of these workshops as one way of disseminating this information across the Service.

Ministry-sponsored training for managers also has a compliance rather than a pro-active employment or intercultural focus. Importantly, few personnel administrators themselves have had training in employment equity measures or the implications of these concepts on the staffing process.

One ministry provides a cultural diversity workshop but participants are front-line workers rather than managers. This ministry also provides a training course on understanding Native culture, again for front-line workers. These and such courses as Managing an Employment Equity Environment would be appropriate for managers.

A second ministry has provided a small amount of cultural sensitivity training and plans to offer more such courses but, again, to front-line workers rather than managers.

- **Training for Managers and Personnel Administrators in Recruitment and Selection Processes.** The Secretariat offers three-day workshops on selection and interview procedures. In addition, it provides training to personnel administrators who can then offer courses to their ministry's supervisors and managers.

The study revealed that managers in only some of the ministries receive this training.

About one in four ministries provide no formal training for managers in the hiring/advancement process. Managers learn these functions from the Manual of Administration or the personnel administrator. Of the ministries that do train in this area, only about one in four provide training on an on-going basis. The rest last trained all incumbent managers two or more years ago but do provide training for new managers. These one to four day courses include information about the Human Rights Code and Affirmative Action guidelines. However, as noted above, they emphasize compliance with policy or legislation, rather than proactive approaches to target group employment.

VI—Target Group Perceptions

A total of 109 target group employees were interviewed by telephone and an additional 40 wrote descriptions of their experiences with the Ontario Public Service employment and promotion process.

Visible minority employees were better represented among respondents than the other target groups; Native and Francophone respondents are almost totally absent.

A further inquiry among Native employees revealed a concern about anonymity because they believe there are so few Native people in the Ontario Public Service.

A number of common themes emerged from the interviews and letters:

- Among all target groups interviewed, the major complaint was FAVOURITISM; that is, managers have the power to hire whomever they want, and to subsequently make this decision look fair.
- Respondents reported instances of discrimination at all job levels and with almost every aspect of the recruitment and selection process.

In addition to **favouritism**, each target group mentioned other particular areas of concern:

- Minority respondents said that their experience, education and training were overlooked in selection decisions and that they have been more negatively affected than others by re-organizations.
- Disabled respondents mentioned a striking lack of attention to what the disabled job candidate *can* do.
- Women respondents said that they are required to have better qualifications than men, and that they are given fewer training and promotion opportunities than men.
- These perceptions appear to be supported by the finding that there is no *single* policy or procedure which, by itself, can be said to be the key to systemic discrimination in the present recruitment and advancement process. Rather, it is the cumulative effect of the various policies and practices and the absence of enabling measures which result in perceived and actual instances of systemic discrimination.

CONCLUSIONS

The overall conclusion of this report is that the basic neutrality of Ontario Public Service employment systems combined with a lack of pro-active programs on behalf of target groups has the potential to create serious barriers to target group employment and promotion. Thus, even without considering possible intentional discrimination, the study revealed a system which itself could easily result in the discriminatory effect described by target groups. The complexity of the employment systems and of the problems they pose for target groups requires diverse and concurrently applied solutions.

Specific Conclusions

1. Target group members external to the Ontario Public Service are less likely than others to hear about available jobs because of the narrow range of job advertising combined with a lack of outreach.
2. The extent of manager discretion in limiting the area of search provides *potential* for the expression of discrimination and leaves the system open to a *perception* among target groups that they are being actively discriminated against.
3. Personnel administrators and managers have little or no training, knowledge or understanding about how biases and an ethnocentric world view can result in unequal treatment of target group candidates. Further, there was little motivation to acquire this understanding.
4. Inflated and subjectively evaluated selection criteria each contribute to fewer target group candidates qualifying for a particular job.
5. Accommodation of people with disabilities occurs on an individual rather than on a systematic governmental response basis. Not all buildings are accessible. Few personnel administrators know what physical demands analysis is and virtually none had been involved in such an analysis.
6. Managers have discretion over who receives training and other developmental opportunities. This has led to the perception among target groups that they have less access than other employees to these activities. The current study could not add information in this area since records are not kept by target group status, except for women. This lack of documentation precludes accountability.
7. The Ontario Public Service appears to be strongly committed to a rigid, narrowly defined version of the "merit principle" which is interpreted to mean "same" treatment for all, regardless of whether "same" treatment has a different, or even an adverse effect on target groups.

Special measures for target groups are not viewed as providing equivalent treatment to produce equal effects.

8. It can generally be said that, among ministry personnel administrators, no value is placed on recruiting or retaining a diverse workforce or on the Ontario Public Service reflecting the diverse population it serves.
9. Without clear management accountability for employment equity goals, the situation described above is unlikely to change.

RECOMMENDATIONS

1. Institute a service-wide equity-driven staffing system that is clearly tied to the goals of the Planning for People program and implement it across the Ontario Public Service. This system should be based on the following premises:
 - The organization sources applicants from a variety of relevant applicant pools.
 - The organization learns ALL job relevant information about each applicant.
 - The organization learns ONLY job relevant information about each applicant.
 - Each applicant learns ALL necessary information about the organization.
2. Increase the size of the internal and external target group applicant pool by practicing outreach recruitment so as to reflect the corporate strategy of improving access to the Ontario Public Service through the following specific means:
 - increase advertising in external media (newspapers, journals), at colleges, universities and Canada Employment Centres and increase distribution of Topical/Job Mart
 - advertise open competitions in target group media; to reach Natives, this may mean sending job ads directly to bands within the geographical area of search
 - recruit in target group advocacy associations, networks and organizations within and external to government that facilitate the placement of target groups
 - display job information about all open competitions in every government office that deals with the public
 - ensure that all advertising contains "inclusive" language (e.g., "employment equity employer", "accessible for persons with disability", "physical analysis conducted", "women are invited to apply")
 - for jobs that require working with clients who do not speak English, advertise in the relevant languages, and place ads in appropriate media (e.g., French language ads should be placed in French language newspapers)
 - increase job availability to target group incumbents by posting more jobs "open", by advertising open positions beyond the branch/ministry and by listing all open competitions in Topical/Job Mart
 - advertise all management jobs as open at least ministry-wide and, in the case of more senior management, service-wide; at least for jobs in centres outside Toronto, advertise all management jobs across ministries to ensure greater advancement opportunity within a region
 - study how people are recruited into the unclassified service, since this

constitutes an important pool of applicants for the classified service

- compile and maintain applicant flow data to determine if target groups apply for jobs across all occupational sectors or only in narrow ones; if the latter case is found to be true, inform target groups about the range of jobs available to them and encourage their applications for a variety of jobs.
3. Ensure that reception/enquiry areas are accessible.
 4. Review all pre-employment tests to ensure they are job-related and can accommodate applicants who are mobility/sight/hearing impaired where appropriate.
 5. Review the methods for creating selection criteria to ensure that:
 - selection criteria are clearly distinguished from position specifications so that they reflect performance requirements appropriate at entering the job, not at the level required of an experienced incumbent
 - selection criteria are strictly job-related and that they focus on *output* (what the worker can do) rather than *input* (what credentials a worker has acquired)
 - excessive education, Canadian education/experience and recent education requirements are avoided
 - reliance on subjective criteria (personal suitability factors) are limited and, when used, that they are job related, demonstrable and quantifiable.
 6. Conduct physical demands analysis for all jobs with a view to increasing employment opportunities for disabled applicants.
 7. Discourage managers from over-emphasizing a candidate's interview performance, except in rare cases where interview performance is directly job-related.
 8. Ensure that all qualified target group applicants are interviewed, especially for positions where they are underrepresented.
 9. Monitor competitions for fairness; ensure that all interview questions are job-related, and that they allow candidates to present their skills fully.
 - Ensure that target groups are represented on interview boards.
 10. Since ad hoc "work sample" tests for candidates can be a useful assessment tool, ensure that:
 - staffing officers understand how to construct these tests so that they are bias-free and job related
 - these tests are not only job-related in content but also in format (i.e., jobs that do not require writing skills should not require written-answer tests)
 - work sample tests used in selection are evaluated by a "blind" evaluator(s), otherwise unrelated to the selection process
 11. Ensure that interview facilities are accessible and that the interview board can accommodate people with disabilities.

12. Ensure, when references are checked, that more than one referee is contacted regarding each candidate.
13. Provide additional access to "training" (skills improvement for present jobs) and "development" (skills improvement for future jobs) to target group employees by:
 - ensuring that they are eligible for *developmental* programs, regardless of their current job level
 - instituting career development programs for target groups other than women, modelled on the Advanced Career Development program funded by the Women's Directorate.
14. Ensure that both performance appraisal and career planning are available to target groups by providing these growth opportunities at all job levels.
15. Monitor secondments, acting and underfill positions, special projects and rotation opportunities, and nominations for promotion to ensure that target groups receive a fair proportion.
16. Up-date the senior inventory to ensure it includes target group candidates and expand the pool of candidates recruited for management and executive positions to include qualified members of target groups.
17. Remove old, irrelevant, personal information from the senior inventory and gather current, pertinent, job-related information on all candidates in the inventory.
18. Publicize the personal harassment policy widely so all employees understand that harassment on the grounds covered by the Ontario Human Rights Code is not tolerated and that there is a procedure to follow in the event of harassment.

This report has documented how implementation of present policies and, in some cases, the lack of enabling policies create barriers to the equitable employment of target groups and has identified the need for an employment equity program.

What remains at issue is to determine the most effective route for instituting and implementing such a program. A key consideration related to effective implementation is to identify the rate of change which is most acceptable to the organization and to the target groups.

The report has also documented the weakness inherent in relying on a policy to effect large-scale organizational change. Thus, the decision to be made is whether to legislate employment equity or to require system-wide compliance through a Management Board of Cabinet Directive.* Although this decision must be made by the organization itself, the following recommendations on employment equity implementation are put forward:

*A directive "must be followed" and is "broad in scope and based on values and qualities of public service and public administration in the province of Ontario...the application of each is subject to audit." (quoted from the Management Board of Cabinet Directives, July, 1986)

19. Introduce an Employment Equity Directive to ensure that qualified racial and ethnic minorities (including Native people), women, Francophones and people with disabilities are recruited and selected to the Ontario Public Service according to their availability by occupation, in the external workforce and among relevant graduate groups.
20. Set numerical goals, and timelines for their achievement, for increasing the qualified applicant pool and for the recruitment, selection, training and promotion of target groups. These goals must be flexible and achievable in terms of the current availability of qualified and qualifiable target groups in the appropriate feeder pools. Further, goals must be based on projected vacancies in the Ontario Public Service.
21. Ensure that the Employment Equity Directive is supported by adequate incentives for compliance and penalties for non-compliance. This can best be done by tying the achievement of employment equity goals to each manager's performance appraisal. This recognizes the right of managers to manage *and* their responsibility to be accountable for their decisions.
22. Allocate adequate human and financial resources to implement the program effectively. Consult with the regions outside Toronto to ensure that they have the necessary resources for implementation.
23. Review programs for all target groups annually and, if the rate of improvement is slower than expectations of government, legislate employment equity for the Ontario Public Service.
24. Decide whether the responsibility for women's employment which now resides with the present Employment Equity Program Managers should be expanded to include all target groups or whether the position of Program Manager should be created for each target group.

Considerations to take into account include defining which alternative is most compatible with the present organizational climate, how the group-specific issues of each target population is best dealt with, and how to avoid duplication or confusion of focus.

25. As the Strategy for Renewal program is implemented, monitor those who choose to leave the Ontario Public Service to ensure that target group employees are not retiring in disproportionate numbers.
26. Actively involve O.P.S.E.U. in all aspects of implementing employment equity, but do so outside of the formal collective bargaining process.
27. Consider ways to enhance the role of the personnel administrators so that these positions are somewhat more independent of the managers whose job competitions they facilitate.
28. Revitalize the Outreach Program and co-ordinate it with other Employment Equity efforts.

29. Institute a service-wide policy on the adequate provision of technical aids and other job supports for disabled incumbents and new hires. This policy should provide for the periodic review of these aids and supports to ensure that the Ontario Public Service can take advantage of technological innovations. Allocate sufficient funding to ministries to acquire these necessities.

**STUDY ON THE RECRUITMENT AND ADVANCEMENT
POLICIES AND PRACTICES IN THE ONTARIO
PUBLIC SERVICE
BY
AVEBURY RESEARCH & CONSULTING LTD.**

© Government of Ontario 1987 ISBN 0-7729-2460-0